

Historic, Archive Document

Do not assume content reflects current scientific knowledge, policies, or practices.

Reserve
aQH76
.W55

WILDERNESS MANAGEMENT PHILOSOPHY



09 APR 1990

AD-33 Bookplate
(1-63)

NATIONAL

**A
G
R
I
C
U
L
T
U
R
A
L**



LIBRARY

September 1989

MAY 3 1990

To: All Interested in the Wilderness

About 20 percent of the 22 million acres of National Forest System land in the Rocky Mountain Region is Wilderness, a substantial part of the Forest Service's land management responsibility.

The purpose of this booklet is: 1) to further understanding of the Wilderness Act of 1964; 2) to acquaint managers and the public with the philosophy behind Forest Service management of Wilderness; and 3) to provide guidelines for handling management situations.

Many people with a longstanding interest in, and practical knowledge about Wilderness helped produce this document. They are:

American Wilderness Alliance - Jerry Mallett and Clifton Merritt
Colorado Mountain Club - Rocky Smith and Ann Vickery
Colorado Open Space Council - Elinor Colbourn and Larry Mehlhaff

National Audubon Society - Polly Plaza

Sierra Club - Maggie Fox and Marty Sorensen

The University of Iowa - Dr. Craig W. Allin

The Wilderness Society - Gloria Hefand and Michael D. Scott

Forest Service, Rocky Mountain Region - Stan Allgeier, Raymond Benton, Dennis Bschor, Lee Carr, Ray Evans, Charles McConnell, Sonny O'Neal, Stan Sylva, Marvin VanderKolk and Peter Wingle



GARY E. CARGILL

Regional Forester, Rocky Mountain Region

WILDERNESS MANAGEMENT PHILOSOPHY

USDA, FOREST SERVICE ROCKY MOUNTAIN REGION

TABLE OF CONTENTS PAGE

INTRODUCTION	1
GOALS	1
PERCEIVED PROBLEMS CAUSING INCONSISTENCIES	2
GENERAL PHILOSOPHY	4
Wilderness Values	4
Wilderness Uses	5
Wilderness Users	6
Wilderness Management	7
WILDERNESS ADMINISTRATION	12
Wilderness Administration Guidelines	12
1. Mechanical and Motorized Equipment	13
2. Facilities	13
3. Trailheads	15
4. Aircraft	16
5. Vegetation Restoration	16
6. Insect and Disease Control	16
7. Fire Management	17
8. Wildlife	17
9. Scientific Study, Data Collection, Communication Sites	18
10. Grazing	19
11. Access to Valid Occupancies	19
12. Private Land	20
13. Watershed Management	20
14. Special Uses	20
15. Visitor Levels	21
16. Visitor Information	21
17. Public Safety	22
18. Cultural Resources	23
WILDERNESS ACT OF 1964	24

INTRODUCTION

The Wilderness Act of 1964 provides the basic philosophy for management and should be read periodically to refresh knowledge and understanding. That Act is reprinted at the end of this booklet.

The Rocky Mountain Region is endeavoring to achieve a consistent philosophy toward wilderness management. Because there are differences among wildernesses, which may require different management actions or strategies, a consistency in management philosophy is desirable.

GOALS

1. To refine a management philosophy, within the intent of the applicable laws, that can be tested and evaluated through dialogue with wilderness managers and interested publics.
2. Gain understanding, acceptance, and support of a management philosophy by Wilderness managers in the Forest Service's Rocky Mountain Region.
3. Gain understanding, acceptance, and support of a management philosophy by Wilderness visitors and outdoor organizations and encourage their application of the philosophy.
4. Develop Regional directives, handbook, and training material to guide National Forest and Ranger District application of the management philosophy.

PERCEIVED PROBLEMS CAUSING INCONSISTENCIES

There are numerous causes creating an inconsistent management philosophy.

* The major past activity of administrators and interested organizations has centered on the issues of how much wilderness should be designated and where it should be located. We now need to shift emphasis to consistent management of existing wildernesses.

* Managers are sometime uncertain about how wilderness should be managed. This ambiguity is fueled by the incongruity found in various wilderness laws and Congressional reports; e.g., mining in wilderness, livestock grazing guidelines, non-conforming uses accepted by Congress at the time of wilderness designation, non-conforming uses permitted by Congress in established wilderness, and the boundaries legislatively located contiguous to intensive development.

* Most National Forest managers are trained in the utilitarian objectives of watershed protection, timber and forage production, wildlife habitat improvement, and to provide developed recreation facilities both for the protection of resources and convenience of the visitor. Wilderness is different, akin to preservation and often philosophically incompatible with the practices and objectives employed in nonwilderness multiple use management.

* Confusion on how to define the *wilderness resource* and management's purpose relative to managing that resource; e.g., recreation is the most prevalent use and gets the most attention . . . yet recreation is not the prime *consideration* in wilderness, according to the Wilderness Act.

* There is pressure for greater emphasis on recreation management to accommodate increasing recreation use. Traditionally, the Forest Service has not limited recreation use in wilderness,

nor has it always considered the consequences of dispersing recreation use into less-used areas of the wilderness.

- * Anxiety by administrators that Congress may liberalize the 1964 Wilderness Act if they don't become more flexible in applying "efficient and cost effective" management practices.

- * Lack of understanding by administrator and user of what constitutes a wilderness experience and the physical and social characteristics of wilderness on which the experience depends.

- * Wilderness resource degradation and limited funding creates pressure to use "least-cost" technology to solve wilderness management problems.

- * Most trails were built as an administrative transportation system (fire control, grazing) although some were built in the 1930's with recreation in mind. Few were built with current needs for wilderness protection in mind. Redesign and relocation could substantially increase the recreation value of many of these trails and help reduce resource impacts.

- * Wilderness law(s) are frequently interpreted differently by managers, organization leaders, and politicians.

GENERAL PHILOSOPHY

Wilderness Values

Wilderness may be different to each individual; but these recurring themes, or values, strike a common ground and offer a background understanding for management.

Experiential. One of the central themes behind the wilderness movement has focused on the experience offered by unmodified natural settings---"the wilderness experience."

The experience of wilderness is the subject of many of the important works by American philosophers and naturalists. These writings emphasize nature appreciation, education, freedom, solitude and simplicity as well as spiritual, aesthetic, and mystical dimensions of the wilderness experience.

Mental and Spiritual Restoration. While there are many different kinds and levels of psychological responses to wilderness, it long has had a recognized value as a location for renewal of mind and spirit. This rejuvenation is more than what might occur from simply withdrawing or escaping from urban pressures. What makes the wilderness experience unique is the tranquility, peace, and silence to be found in the wilderness and the opportunity it affords for contemplation. Nature dominates and there is a relative absence of demands on one's behavior that is artificially generated or human-imposed.

Scientific. Because of its generally undisturbed setting, wilderness offers an outstanding opportunity to serve as a yardstick for measuring changes in the developed world. As a source for studying the interactions of organisms, wildernesses are generally large enough to offer ecological insights unattainable elsewhere. Wilderness is the reserve for the earth's evolved genetic raw material. Human sur-

vival, and that of many other creatures, depends on the wilderness environment to protect this raw material.

Wilderness also provides an important resource to scientists concerned with human behavior. Learning how individuals relate to one another, how they cope in the face of stress and challenge, and how behavior is altered or modified in natural environments are important for research into human behavior.

Wilderness Uses

Wilderness is preserved and managed for the benefits and values it provides people, now, and in the future. The Wilderness Act specifically states that wilderness shall be administered ". . .for the use and enjoyment of the American people." But what kinds of uses?

The Act clearly rules out mechanized use, with few exceptions. Timber harvesting, road building, mineral exploration are prohibited, again with few exceptions. The prohibition also rules out scenic byways, recreation vehicles, bicycles, developed recreation sites or other permanent recreation facilities such as overnight huts. But, within the range of uses permitted by the Act, there is considerable diversity in the styles of use.

Wilderness uses range from (1) *wilderness-dependent* uses (e.g., some spectacular long distance trekking or boating and primitive camping opportunities in areas of remarkable solitude; scientific observation; vicarious participation; some fishing and hunting in pristine environments; and spiritual rejuvenation) to (2) *wilderness-associated* uses (e.g., short hiking, picnicking, and camping opportunities; fishing; hunting; and observation of nature and scenery) to (3) *wilderness-independent* uses (e.g., mining, grazing of livestock, competitive events, and fishing for stocked fish.)

Wilderness serves as the setting for many activities ranging from scientific study to recreational pursuits. Some of these activities depend to a significant degree on wilderness conditions, a primeval setting, for their conduct. Conversely, other activities are not dependent upon a wilderness situation at all, although they may be enhanced by such a setting. Whenever one or more uses conflict, activities (or projects) that depend the most on wilderness conditions, should be favored. Favoring wilderness-dependent activities might call for reducing or discouraging -- rather than eliminating -- certain forms of some activities.

Often, the interdependency of wilderness with the rest of the outdoor opportunity spectrum is significant. The key to favoring wilderness-dependent activities in Wilderness is the availability of alternative non-wilderness lands to which other activities can be diverted. Also important is the necessity to carefully evaluate proposals for new roads and trails which may give easier wilderness access. Such developments can create overuse or perpetuate wilderness-independent types of recreation.

The dilemma in wilderness preservation is how to balance the management of a diversity of users with an even wider diversity of expectations, backgrounds, educations, awareness, cultural experiences and values. The Wilderness Act makes a clear distinction between wilderness and other settings. Wilderness is an area (1) featuring natural conditions, and (2) offering the visitor outstanding opportunities for solitude in his pursuit of a primitive and unconfined type of recreation.

Wilderness Users

Wilderness users, whether for the purposes of recreation, scenery, science, education, conservation, or history, must be prepared mentally and physically to take nature on its own terms. The Wilderness experience is contemplating, and studying an untrammelled ecosystem, facing the challenge and adventure of traveling and living without mechanical transport, with a liberal dose of solitude and with only what equipment you can take with

you, where the visitor must rely on his/her own skills. The visitor will actually face some perils and assume responsibility for their actions; getting lost, difficult cross-country travel, and deciding to ford a raging storm-swollen stream. For visitors seeking a wilderness experience, letting nature operate freely will ensure that such experiences will be perpetuated. Visitor freedom, unconfined by, protected, or inconvenienced with facilities, rigid controls, or excessive numbers of competing visitors is an important part of the experience.

The modern equipment (propane/gasoline stoves, nylon tents, water purifiers) used by today's visitor is not considered contradictory to the wilderness experience by most people. It does not detract from the experience and does provide the opportunity to reduce impact on the wilderness environment.

Education is a preferred tool in wilderness use management. More attention should be focused on the need for a "wilderness users' ethic;" an accepted code that harmonizes the wilderness user's behavior with the wildland ecosystem. It should not be a code founded on how to subdue or survive the wild. The development, packaging and selling, of this code should be shared by land management agencies, conservation organizations, and suppliers of outfitting gear. To the extent that desirable behavior becomes commonplace, the job of wilderness management becomes less demanding and the need for direct management controls less urgent. Regulations consistent with this code, and enforcement of them, are a necessary supplement to education.

Wilderness Management

The concept of wilderness management is, in many ways, a paradox. On the one hand, wilderness conveys impressions of freedom, of land beyond the control of man. Management, on the other hand, suggest control and manipulation. However, in today's world, wilderness can be preserved only by deliberate management to minimize man's influence.

There are two philosophical poles regarding wilderness management. The first is grounded in the notion that providing for man's "use and enjoyment" of the wilderness should have precedence over other values. The opposing view places its emphasis on the maintenance of the natural systems at the expense of recreational and other human uses, if necessary. However, a balanced consideration between the biophysical and the people-centered views of wilderness management are needed. The Act recognizes both as critical purposes for the wilderness and requires dual consideration in developing management strategies. In most issues between the biophysical wilderness resource and human desires, the resource and its preservation will be given priority because all wilderness values depend on the naturalness of wildernesses. Human influences should be managed so that the natural conditions of wilderness ecosystems are not altered beyond agreed-upon standards. The manager should use only the minimum tool, force and regulation necessary to meet the naturalness objective. In the wilderness, nature should not be managed to suit people. Managers must also recognize that wilderness areas do not exist in a vacuum. The effects on people and resources outside of wilderness areas must be considered in making decisions within wilderness, and vice versa.

Wilderness is a unique resource, a living biological laboratory having utility for society often with a value lying beyond economic measures. It is a composite resource with inseparable parts, and the central focus of management must be on the interrelationships of the whole, not on its component parts. The dynamics of the ecosystem and resulting trajectory of successional change, should proceed without disruption or distortion by man. In wilderness management, one cannot develop isolated management strategies for water, range, fire, wildlife, or recreation; rather, one integrated wilderness management strategy must deal simultaneously with the interrelationship between these and all other component parts of the wilderness. The strategy must include an on-going process by which the unique baseline character of the ecosystems can be defined over time and then monitored to ensure that the impact of human use, in all its forms, is not disrupt-

ing the trajectory of natural succession. If the trajectory has been altered by human intervention, a decision to restore the natural trajectory should be reached as a consequence of conscious choice and with full understanding of the consequences. For example, although indigenous fish species are preferred, naturalized species have been introduced in many waters prior to classification. A choice must be made as to what will continue in the future. Allowing natural fire to be restored where control has been practiced is another example.

Wilderness is one kind of opportunity along a continuum of land uses, ranging from the "paved to the primeval" (Nash, 1973, "Wilderness and the American Mind"). Visualizing that the wilderness is at the primeval end of the continuum can help managers and users to remain responsive to the relation of wilderness to other land uses.

The Wilderness Act states: "... it is ... the policy of the Congress to secure for the American people of present and future generations the benefit of an enduring resource of Wilderness." Coupled with this intent is the provision to provide, "... outstanding opportunities for solitude or a primitive and unconfined type of recreation."

The relative importance of these social factors is greater for wilderness than for other lands in the National Forest System. Thus, an initial issue in wilderness management is to determine the area's capacity, not only in terms of impacts the wilderness can absorb and still maintain naturalness, but in terms of use levels (human contact levels) that provide opportunities for solitude. Rather than attempting to define capacity through some quantitative estimation of satisfaction, the challenge is to manage the area to insure maintenance of opportunities where ranges of human contact normally remain low. Capacity is a relative term, not an absolute number that lies waiting for discovery. Capacity must be established by managerial judgment through dialogue with the users. Monitoring and reevaluation are necessary following establishment.

The Management Area approach used in this Region's Forest Planning process implies varying levels of solitude in different portions of the Wilderness. These differences are based upon geographic and physical capabilities of a specific area as well as historic user patterns. The limitations of this process must be recognized. It does not always imply approval of the status quo, but rather may identify present conditions and uses. The process of identifying, analyzing and selecting activities and/or projects necessary to fulfill the direction prescribed in the Forest Plan for each Management Area is called implementation scheduling. The implementation schedule more explicitly identifies on-ground conditions, describes the desired condition (both physical and social) and the actions and/or projects necessary to restore the wilderness values that have been degraded.

Activity and/or project identification will occur through an integrated area wide analysis that encompasses each wilderness and adjacent area that have a direct relation to it. To develop wilderness implementation schedules, a sequential process is generally necessary.

1. Obtain baseline ecological and social data in areas affected by man. The habitat type approach appears suited for wilderness stratification and ecosystem classification. Ecologists, working with trained field people, are needed to determine the successional trajectories and the historic pattern of natural disturbance. Use levels need monitoring to assure opportunities for solitude .

2. Apply the limits of acceptable change (LAC) approach. It consists of: (1) the specification of acceptable and achievable resource and social condition, defined by a series of measurable parameters; (2) an analysis of the relationship between existing conditions and those judged acceptable; (3) identification of management actions necessary to achieve these conditions; and (4) a program of monitoring and evaluating management effectiveness

(Stankey, et al., 1985, "The Limits of Acceptable Change (LAC) System for Wilderness Planning").

Selecting the appropriate measurable parameters is key to evaluating limits of acceptable change. Possible parameters include: (1) diversity and distribution of wildlife species; (2) condition of vegetation in meadows, vegetation around lakes and along streams; (3) intrusion of exotic plant species; (4) water and air quality; (5) soil compaction (trails and campsites); (6) campsite solitude; (7) noise; (8) conflicts between visitors with different travel methods; and (9) encounters with other groups.

3. Vary the level of ecological inventory and needed monitoring with the ecosystem. Forest ecosystems usually undergo relatively slow changes, thus requiring a lower level of monitoring than sensitive meadows or streambank vegetation.

4. Select clear management objectives directed toward the goal of protecting wilderness characteristics. What the wilderness will look like in the future and the management activity or projects necessary to achieve that objective should be visible to concerned people, and relative progress should be measurable over the long run.

5. Use public involvement techniques to assist in the development of specific wilderness implementation schedules.

WILDERNESS ADMINISTRATION

There is a distinct difference in the management of National Forest System lands outside, and management of lands inside of wilderness. Inside, the evidence of man's activities is kept to a minimum. The uses prohibited in Section 4(c) of the Wilderness Act are as much aimed at preventing the ease and efficiency with which man can affect the character of the land as it is to prevent unnatural appearances or temporary noise that come with it. The cumulative effects of non-conforming occupancy and mechanization is sometimes subtle, but nonetheless real. The fact that these effects can sometimes be hidden from visitors may reduce their impact somewhat, but it does not make them compatible with wilderness. The intent of Congress in establishing wilderness is "...to assure that an increasing population, accompanied by expanding settlement and *growing mechanization* (emphasis added), does not occupy and modify all area within the the United States. . ." (Section 2(a), Wilderness Act).

Methods "... necessary to meet minimum requirements for the administration . . ." (Section 4(c) of the Wilderness Act) should be determined on the basis of what the minimum tool is. The minimum tool is perceived to be a level that will be the least impacting on the naturalness of wilderness. It is not intended to perpetuate a "vignette of early Western Americana." Current state-of-the-art technology, economy, efficiency, and comfort or convenience are not valid criteria for approving administrative exceptions to the general prohibitions of the Wilderness Act. Use of primitive skills by Forest Service crews, contractors, and permittees, as well as visitors, is essential in order to meet the intent of Congress.

Wilderness Administration Guidelines

The following guidelines will help achieve the goal of refining the wilderness management philosophy. While the statements are not offered here as specific direction, managers will recognize

that most have been incorporated in Forest Service Manual and Handbook directives.

1. Mechanical and Motorized Equipment

a. Use of non-motorized tools will be the common practice. Motorized tools can be approved when a case-by-case analysis shows that they are required to accomplish an essential job needed for public safety or to protect the wilderness resource. Serious consideration must also be given to not doing the work.

b. Motorized vehicles can be authorized in emergency situations and as permitted by law for mining, livestock grazing, and private land access.

c. Devices such as bicycles, hang gliders, carts, and wagons are not permitted.

2. Facilities

a. *Trails* A reasonable network of trails is an acceptable facility in wilderness, except in areas to be managed in a pristine condition (Management Areas 8A). In fact, trails and waterways leading to and within wildernesses become the principal management tools for achieving management objectives.

The criteria for locating and establishing trails should be based on the specific goals and objectives established for the specific management area in the Forest Plan.

Trail standards for wilderness are:

(1) Construct and maintain the trail and necessary facilities so that they appear to be a

part of the characteristic wilderness environment and not an intrusion upon it.

(2) Maintain the levels of acceptable use established for specific management areas within the wilderness.

(3) Meet the visual quality objectives established for a given management area within the wilderness.

(4) Protect the safety of the wilderness user consistent with the normal degree of difficulty the user would likely encounter within a given area of the wilderness for the time of year and/or weather conditions. A safety hazard is a physical condition of a trail which may cause injury, is unusual or unexpected, and not readily identifiable by the trail user.

(5) Protect the natural wilderness character.

(6) Trail treads should not exceed 24 inches in width.

(7) Use natural appearing techniques (corduroy, buried geotextiles) to protect wetlands if alternate trail locations are unavailable.

b. *Bridges* Limit bridges to those needed to protect the wilderness resource or for public safety; for example, where there is a high crossing hazard during off-peak runoff periods. The location and materials used will harmonize with the wilderness character.

c. *Structures* Eliminate cabins and shelters, except those having historical significance or authorized for

grazing permittees. Administrative cabins will not be replaced if they become uninhabitable or are substantially damaged.

d. *Campsites* Encourage the visitor to disperse campsites. If it is necessary to designate campsites (such as popular areas with limited campsites, or to maintain low use levels) they will be located away from lakes, streams, trails, or other natural attractions. Space between sites will be sufficient to ensure a high degree of solitude and quiet.

e. *Signs*

(1) Within the wilderness, limit signs to regulatory types necessary for resource protection and user safety, and directional signs.

(2) Interpretive and educational signs will not be used within wilderness.

3. Trailheads

a. Do not use directional signs along major highways to identify wilderness trailheads, if the area served by the trailhead is at or near capacity.

b. Provide informational bulletin boards at popular trailheads.

c. Trailhead parking capacity should be balanced with the carrying capacity of the contiguous wilderness.

d. Road and trail access to wilderness areas should be balanced with the carrying capacity of the contiguous wilderness. Access to roads that provide new wilderness entry points should be managed

carefully if analysis shows overuse could become a problem.

4. Aircraft

a. Except in bonafide emergencies, such as search and rescue efforts and fire management, flights less than 2,000 feet above terrain will be discouraged.

b. Helicopter landings are prohibited, unless there is a bonafide emergency which cannot be reasonably met with the use of primitive methods or is necessary to meet the minimum requirements for administration or for authorized projects. Exceptions will be justified on a case-by-case basis.

5. Vegetation Restoration

Restoration projects may be permitted where man's activities have altered natural ecosystems and there is no reasonable expectation of natural revegetation. Species indigenous to the ecosystem should be planted. Use hand tools.

6. Insect and Disease Control

a. No activities will be permitted unless lands in other ownership or resources outside the wilderness are threatened.

b. Treatment will employ the means most compatible with wilderness preservation.

7. Fire Management

- a. Wildfire (any wildland fire not designated and managed as a prescribed fire within an approved prescription.)

A wildfire will be suppressed in a timely manner with appropriate forces, based upon established fire management direction and cost-efficiency. Fire Fighting Funds (FFF) cannot be used to achieve a resource management objective. Suppression strategy and tactics employed shall contain strong consideration for impacts on wilderness.

- b. Prescribed Fire (A wildland fire burning under preplanned, specified conditions to accomplish specific planned objectives.)

Prescribed fire may be used in wilderness (1) to restore natural fuel loadings consistent with natural wilderness ecology and (2) to prevent, where essential, the spread of wildfire to or from a wilderness. Prescribed fire cannot be used in wilderness unless specific objectives, standards, and guidelines are set forth in a Forest Plan or wilderness implementation schedule.

- c. Fires should be suppressed utilizing natural control features (ridges, rivers, vegetation changes) and hand tools, except when mechanical and motorized equipment is approved.

8. Wildlife

- a. Fish and wildlife management activities will emphasize the protection of natural processes. Policies

and Guidelines adopted by the International Association of Fish and Wildlife Agencies, will be used.

b. Wildlife habitat manipulation will generally not be allowed in wilderness except that special consideration will be given to the maintenance of habitat for threatened and endangered species.

c. Fish stocking may be conducted: (a) to reestablish or maintain an indigenous species adversely affected by human influence; or (b) to perpetuate or recover a threatened or endangered species. Species of fish traditionally stocked before wilderness designation may be considered indigenous if the species is likely to survive.

9. Scientific Study, Data Collection, and Communication Sites

Instruments may be permitted under the following circumstances and where there is a demonstrated benefit to the perpetuation of characteristic wilderness resources and ecological settings. Installations should be inconspicuous and out of the general view of wilderness visitors.

a. Temporary installations to record data used in establishing correlation with other observations performed outside the wilderness. Snow measuring devices existing at all the time the wilderness was established may continue until adequate correlation can be established outside the wilderness.

b. Temporary installations for scientific study where the study is specifically dependent up-

on the wilderness resource characteristics found in a given area.

c. Temporary installations for communication sites when needed for the protection of the wilderness resources.

10. Grazing

a. Grazing by livestock used for recreation may be permitted where compatible with the resources, natural conditions, and wilderness use objectives of an area.

b. Domestic livestock grazing activities are permitted in accordance with guidelines in House of Representatives Report No. 96-1126.

c. Corrals, fences, and water developments essential to sustain current permitted domestic livestock levels will be allowed. The location of the development and types of material used will harmonize with the wilderness character of the area in order to reduce the impact of artificial objects on the natural environment.

11. Access to Valid Occupancies

a. The rights of the valid mining claimant and others with outstanding privately owned rights must be met using means that create the least possible impact on the wilderness resource without denying access reasonably necessary to exercise the rights.

b. Identify and acquire or otherwise eliminate right-of-ways incompatible with administration of the area as wilderness.

12. Private Land

a. Acquire inholdings through purchase or exchange. Give priority to acquiring inholdings through exchange and where current or proposed uses are detrimental to wilderness values and when opportunities are present.

b. Allow adequate access to persons or States that own land completely surrounded by wilderness.

13. Watershed Management

Structures, including reservoirs, ditches, and related facilities, existing at the time of Congressional classification may be maintained if deemed to be in the public interest or part of an existing right. Operation and maintenance of these structures will generally be accomplished using nonmotorized equipment. Water measuring instruments necessary for the structures may employ telemetry technology.

14. Special Uses

a. Outfitting and guide services may be permitted when compatible with the opportunities for solitude or primitive and unconfined types of recreation and the use is within the assigned carrying capacity of the area. Outfitters and guides will be encouraged to provide their clients with the opportunity to learn and practice primitive recreation skills designed to protect wilderness resource characteristics.

b. Temporary structures and facilities that are necessary to protect the wilderness resource will be dismantled after seasonal use. All equipment and materials, other than dismantled structure frames

and poles made of native materials, will be removed from the wilderness at the end of the use season.

c. Competitive contests will not be permitted.

15. Visitor Levels

a. Emphasis will be on the protection of wilderness resource characteristics and maintaining opportunities for solitude or primitive and unconfined types of recreation.

b. Public involvement techniques will be used to resolve conflicts between user groups and to assist in developing use levels (carrying capacity).

c. Indirect management actions and controls (e.g., information dispersal, changing accessibility) which maximize the visitor's freedom of choice and movement will be emphasized. Permits will be required when indirect methods have failed to halt the trend toward unacceptable conditions (both social and/or biophysical.)

d. In order to minimize the impacts of mankind, unnamed geographic features (mountains, streams, lakes) will not generally be named.

16. Visitor Information

a. The goal is to provide users with a code of ethics that will protect the environment and enhance outstanding opportunities for solitude.

b. Provide information about semi-primitive recreation opportunities found in areas outside wilderness.

c. Provide information (e.g., brochures, videos, and maps) for the purpose of informing the public about wilderness ethics and philosophy and educating the public about wilderness.

d. Personal contacts should be maintained at a high level at trailheads but at a low level within the wilderness. The message emphasis will be to improve understanding of the wilderness code of ethics and therefore behavior, rather than regulation enforcement.

e. Present regulations in a positive manner using plain language.

f. Law enforcement should be provided at a level commensurate with the wilderness objectives and situation.

17. Public Safety

a. Visitors are expected to be knowledgeable about and prepared to deal with conditions typically found in wilderness. The norm should be to expect more difficult travel conditions, few facilities, and a high reliance upon primitive survival skills and modes of travel. Managers are expected to provide reasonably accurate and timely information (at outside locations) about what the visitor can expect to encounter.

b. Safety messages should be stressed in all literature and through personal contacts.

c. Some on-site provision may be necessary for public safety (e.g., identification of excessive trail hazards, bridges where streams cannot be forded

during normal flows). Notification at trailheads or through literature is preferred to on-site signing.

d. Motorized equipment may be authorized where there is a bonafide emergency involving the health and safety of human beings. Construction of helicopter landing sites should not be permitted whenever there are natural landing spots reasonably available.

18. Cultural Resources

a. Historic structures eligible for the National Register should be identified, protected and interpreted, but development and stabilization should be discouraged. Narrative and photographic documentation should be relied upon for reference. Interpretive information should be provided through brochures available outside the wilderness rather than through on-site signing.

Wilderness Act

- Act of September 3, 1964 (78 Stat. 890; 16 U.S.C. 1131-1136)

Sec. 1. This Act may be cited as the "Wilderness Act" (16 U.S.C. 1121 (note))

Sec. 2. (a) In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify, all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as "wilderness areas", and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness; and no Federal lands shall be designated as "wilderness areas" except as provided for in this Act or by a subsequent Act.

(b) The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress. No appropriation shall be available for the payment of expenses or salaries for the administration of the National Wilderness Preservation System as a separate unit nor shall any appropriations be available for additional personnel stated as being required solely for the purpose of managing or administering areas solely because they are included within the National Wilderness Preservation System.

(c) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval char-

acter and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value. (16 U.S.C. 1131)

Sec. 3. (a) All areas within the national forests classified at least 30 days before the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness", "wild", or "canoe" are hereby designated as wilderness areas. The Secretary of Agriculture shall—

(1) Within one year after the effective date of this Act, file a map and legal description of each wilderness area with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such descriptions shall have the same force and effect as if included in this Act: *Provided however*, That correction of clerical and typographical errors in such legal descriptions and maps may be made.

(2) Maintain, available to the public, records pertaining to said wilderness areas, including maps and legal descriptions, copies of regulations governing them, copies of public notices of, and reports submitted to Congress regarding pending additions, eliminations, or modifications. Maps, legal descriptions, and regulations pertaining to wilderness areas within their respective jurisdictions also shall be available to the public in the offices of regional foresters, national forest supervisors, and forest rangers.

(b) The Secretary of Agriculture shall, within ten years after the enactment of this Act, review, as to its suitability or nonsuitability for preservation as wilderness, each area in the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as "primitive" and report his findings to the President. The President shall advise the United States Senate and House of Representatives of his recommendations with respect to the designation as "wilderness" or other reclassification of each area on which review has been completed, together with maps and a definition of boundaries. Such advice shall be given with respect to not less than one-third of all the areas now classified as "primitive" within three years after the enactment of this Act, not less

than two-thirds within seven years after the enactment of this Act, and the remaining areas within ten years after the enactment of this Act. Each recommendation of the President for designation as "wilderness" shall become effective only if so provided by an Act of Congress. Areas classified as "primitive" on the effective date of this Act shall continue to be administered under the rules and regulations affecting such areas on the effective date of this Act until Congress has determined otherwise. Any such area may be increased in size by the President at the time he submits his recommendations to the Congress by not more than five thousand acres with no more than one thousand two hundred and eighty acres of such increase in any one compact unit; if it is proposed to increase the size of any area by more than five thousand acres or by more than one thousand two hundred and eighty acres in any one compact unit the increase in size shall not become effective until acted upon by Congress. Nothing herein contained shall limited the President in proposing, as part of his recommendations to Congress, the alteration of existing boundaries of primitive areas or recommending the addition of any contiguous area of national forest lands predominantly of wilderness value. Notwithstanding any other provisions of this Act, the Secretary of Agriculture may complete his review and delete such area as may be necessary, but not to exceed seven thousand acres, from the southern tip of the Gore Range-Eagles Nest Primitive Area, Colorado, if the Secretary determines that such action is in the public interest.

(c) Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system and every such area of, and every roadless island within, the national wildlife refuges and game ranges, under his jurisdiction on the effective date of this Act and shall report to the President his recommendation as to the suitability or unsuitability of each such area or island for preservation as wilderness. The President shall advise the President of the Senate and the Speaker of the House of Representatives of his recommendation with respect to the designation as wilderness of each such area or island on which review has been completed, together with a map thereof and a definition of its boundaries. Such advice shall be given with respect to not less than one-third of the areas and islands to be reviewed under this subsection within three years after enactment of this Act, not less than two-thirds within seven years of enactment of this Act, and the remainder within ten years of enactment of this Act. A recommendation of the President for

designation as wilderness shall become effective only if so provided by an Act of Congress. Nothing contained herein shall, by implication or otherwise, be construed to lessen the present statutory authority of the Secretary of the Interior with respect to the maintenance of roadless areas within units of the national park system.

(d)(1) The Secretary of Agriculture and the Secretary of the Interior shall, prior to submitting any recommendations to the President with respect to the suitability of any area for preservation as wilderness—

(A) give such public notice of the proposed action as they deem appropriate, including publication in the Federal Register and in a newspaper having general circulation in the area or areas in the vicinity of the affected land;

(B) Hold a public hearing or hearings at a location or locations convenient to the area affected. The hearings shall be announced through such means as the respective Secretaries involved deem appropriate, including notices in the Federal Register and in newspapers of general circulation in the area: *Provided*, That if the lands involved are located in more than one State, at least one hearing shall be held in each State in which a portion of the land lies;

(C) at least thirty days before the date of a hearing advise the Governor of each State and the governing board of each county, or in Alaska the borough, in which the lands are located, and Federal departments and agencies concerned, and invite such officials and Federal agencies to submit their views on the proposed action at the hearing or by no later than thirty days following the date of the hearing.

(2) Any views submitted to the appropriate Secretary under the provisions of (1) of this subsection with respect to any area shall be included with any recommendations to the President and to Congress with respect to such area.

(e) Any modification or adjustment of boundaries of any wilderness area shall be recommended by the appropriate Secretary after public notice of such proposal and public hearing or hearings as provided in subsection (d) of this section. The proposed modification or adjustment shall then be recommended with map and description thereof to the President. The President shall advise the United States Senate and the House of Representatives of his recommendations with respect to such modification or adjustment and such recommendations shall become effective only in the same manner as provided for in subsections (b)

and (c) of this section. (16 U.S.C. 1132)

Sec. 4. (a) The purposes of this Act are hereby declared to be within and supplemental to the purposes for which national forests and units of the national park and national wildlife refuge systems are established and administered and—

(1) Nothing in this Act shall be deemed to be in interference with the purpose for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 11), and the Multiple-Use Sustained-Yield Act of June 12, 1960 (74 Stat. 215).

(2) Nothing in this Act shall modify the restrictions and provisions of the Shipstead-Nolan Act (Public Law 539, Seventy-first Congress, July 10, 1930; 46 Stat. 1020), the Thye-Blatnick Act (Public Law 733, Eightieth Congress, June 22, 1948; 62 Stat. 568), and the Humphrey-Thye-Blatnik-Andresen Act (Public Law 607, Eighty-fourth Congress, June 22, 1956; 70 Stat. 326), as applying to the Superior National Forest or the regulations of the secretary of Agriculture.

(3) Nothing in this Act shall modify the statutory authority under which units of the national park system are created. Further, the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including, but not limited to, the Act of June 8, 1906 (34 Stat. 225; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796(2)); and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).

(b) Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.

(c) Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall

be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area.

(d) The following special provisions are hereby made:

(1) Within wilderness areas designated by this Act the use of aircraft or motorboats, where these uses have already become established, may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable. In addition, such measures may be taken as may be necessary in the control of fire, insects, and diseases, subject to such conditions as the Secretary deems desirable.

(2) Nothing in this Act shall prevent within national forest wilderness areas any activity, including prospecting, for the purpose of gathering information about mineral or other resources, if such activity is carried on in a manner compatible with the preservation of the wilderness environment. Furthermore, in accordance with such program as the Secretary of the Interior shall develop and conduct in consultation with the Secretary of Agriculture, such areas shall be surveyed on a planned, recurring basis consistent with the concept of wilderness preservation by the Geological Survey and the Bureau of Mines to determine the mineral values, if any, that may be present; and the results of such surveys shall be made available to the public and submitted to the President and Congress.

(3) Notwithstanding any other provisions of this Act, until midnight December 31, 1983, the United States mining laws and all laws pertaining to mineral leasing shall, to the same extent as applicable prior to the effective date of this Act, extend to those national forest lands designated by this Act as "wilderness area"; subject, however, to such reasonable regulations governing ingress and egress as may be prescribed by the Secretary of Agriculture consistent with the use of the land for mineral location and development and exploration, drilling, and production, and use of land for transmission lines, waterlines, telephone lines, or facilities necessary in exploring, drilling, producing, mining, and processing operations, including where essential the use of mechanized ground or air equipment and restoration as near as practicable of the surface of the land disturbed in performing prospecting, location, and in oil and gas leasing, discovery work, exploration, drilling, and production, as soon as they have served their purpose. Mining locations lying within the boundaries of said wilderness areas shall be held and used solely for mining or

processing operations and uses reasonably incident thereto; and hereafter, subject to valid existing rights, all patents issued under the mining laws of the United States affecting national forest lands designated by this Act as wilderness areas shall convey title to the mineral deposits within the claim, together with the right to cut and use so much of the mature timber therefrom as may be needed in the extraction, removal, and beneficiation of the mineral deposits, if needed timber is not otherwise reasonably available, and if the timber is not otherwise reasonably available, and if the timber is cut under sound principles of forest management as defined by the national forest rules and regulations, but each such patent shall reserve to the United States all title in or to the surface of the lands and products thereof, and no use of the surface of the claim or the resources therefrom not reasonably required for carrying on mining or prospecting shall be allowed except as otherwise expressly provided in this Act: *Provided*, That unless hereafter specifically authorized, no patent within wilderness areas designated by this Act shall issue after December 31, 1983, except for the valid claims existing on or before December 31, 1983. Mining claims located after the effective date of this Act within the boundaries of wilderness areas designated by this Act shall create no rights in excess of those rights which may be patented under the provisions of this subsection. Mineral leases, permits, and licenses covering lands within national forest wilderness areas designated by this Act shall contain such reasonable stipulations as may be prescribed by the Secretary of Agriculture for the protection of the wilderness character of the land consistent with the use of the land for the purposes for which they are leased, permitted, or licensed. Subject to valid rights then existing, effective January 1, 1984, the minerals in lands designated by this Act as wilderness areas are withdrawn from all forms of appropriation under the mining laws and from disposition under all laws pertaining to mineral leasing and all amendments thereto.

(4) Within wilderness areas in the national forests designated by this Act, (1) the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting for water resources, the establishment and maintenance of reservoirs, water-conservation works, power projects, transmission lines, and other facilities needed in the public interest, including the road construction and maintenance essential to development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial; and (2) the grazing of livestock, where estab-

lished prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture.

(5) Other provisions of this Act to the contrary notwithstanding, the management of the Boundary Waters Canoe Area, formerly designated as the Superior, Little Indian Sioux, and Caribou Roadless Areas, in the Superior National Forest, Minnesota, shall be in accordance with regulations established by the Secretary of Agriculture in accordance with the general purpose of maintaining, without unnecessary restrictions on other uses, including that of timber, the primitive character of the area, particularly in the vicinity of lakes, streams, and portages: *Provided*, That nothing in this Act shall preclude the continuance within the area of any already established use of motorboats.

(6) Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas.

(7) Nothing in this Act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from State water laws.

(8) Nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish in the national forests. (16 U.S.C. 1133)

Sec. 5. (a) In any case where State-owned or privately owned land is completely surrounded by national forest lands within areas designated by this Act as wilderness, such State or private owner shall be given such rights as may be necessary to assure adequate access to such State-owned or privately owned land by such State or private owner and their successors in interest, or the State-owned land or privately owned land shall be exchanged for federally owned land in the same State of approximately equal value under authorities available to the Secretary of Agriculture: *Provided, however*, That the United States shall not transfer to a State or private owner any mineral interests unless the State or private owner relinquishes or causes to be relinquished to the United States the mineral interest in the mineral interest in the surrounded land.

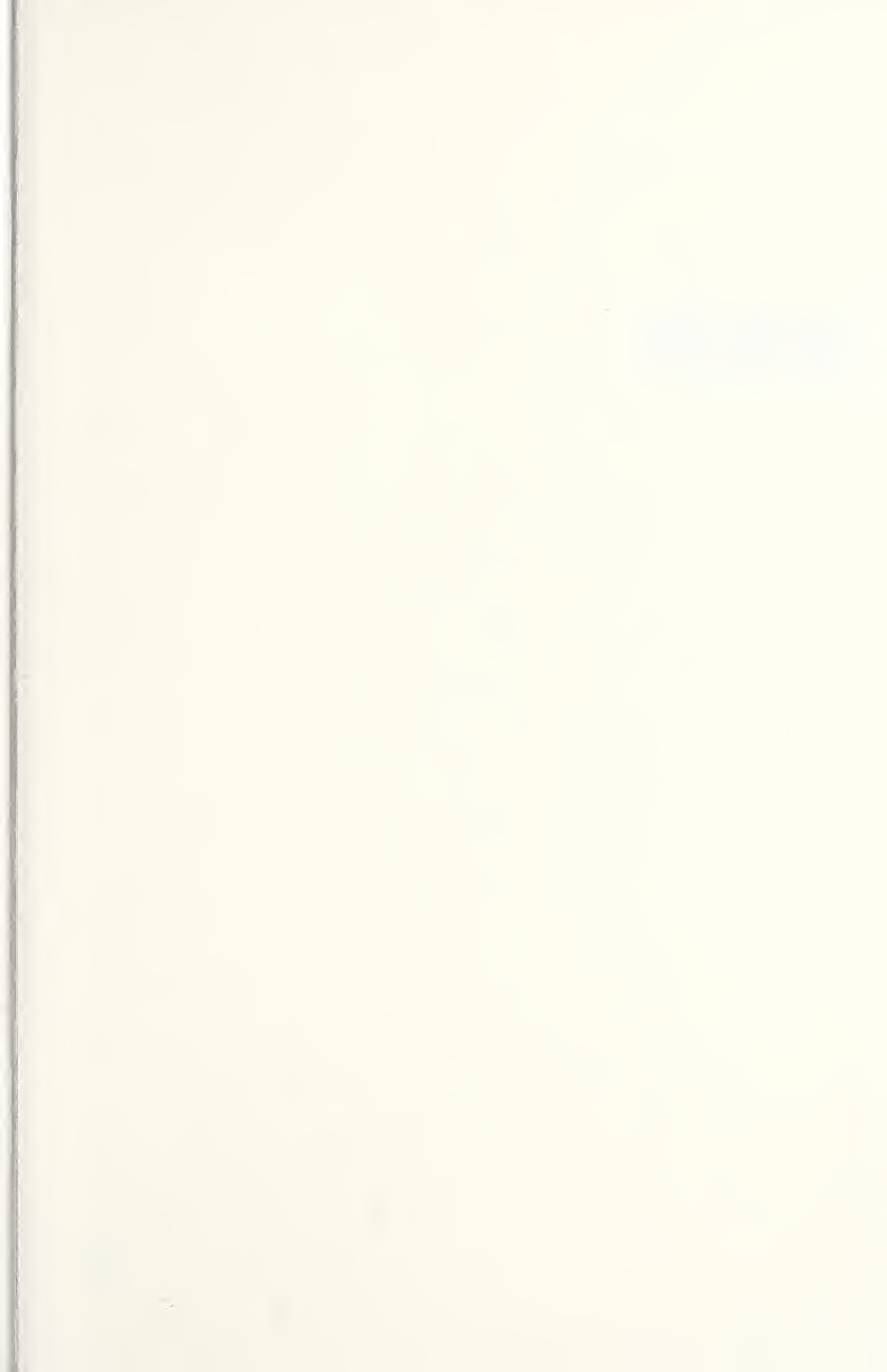
(b) In any case where valid mining claims or other valid occupancies are wholly within a designated national forest wilderness area, the Secretary of Agriculture shall, by reasonable regulations consistent with the preservation of the area of wilderness, permit ingress and egress to such surrounded areas by means which have been or are being customarily enjoyed with respect to other such areas similarly situated.

(c) Subject to the appropriation of funds by Congress, the Secretary of Agriculture is authorized to acquire privately owned land within the perimeter of any area designated by this Act as wilderness if (1) the owner concurs in such acquisition or (2) the acquisition is specifically authorized by Congress. (16 U.S.C. 1134)

Sec. 6. (a) The Secretary of Agriculture may accept gifts or bequests of land within wilderness areas designated by this Act for preservation as wilderness. The Secretary of Agriculture may also accept gifts or bequests of land adjacent to wilderness areas designated by this Act for preservation as wilderness if he has given sixty days advance notice thereof to the President of the Senate and the Speaker of the House of Representatives. Land accepted by the Secretary of Agriculture under this section shall become part of the wilderness area involved. Regulations with regard to any such land may be in accordance with such agreements, consistent with the policy of this Act, as are made at the time of such gift, or such conditions, consistent with such policy, as may be included in, and accepted with, such bequest.

(b) The Secretary of Agriculture or the Secretary of the Interior is authorized to accept private contributions and gifts to be used to further the purposes of this Act. (16 U.S.C. 1135)

Sec. 7. At the opening of each session of Congress, the Secretaries of Agriculture and Interior shall jointly report to the President for transmission to Congress on the status of the wilderness system, including a list and descriptions of the areas in the system, regulations in effect, and other pertinent information, together with any recommendations they may care to make. (16 U.S.C. 1136)



NATIONAL AGRICULTURAL LIBRARY



1022247115

Handwritten signature or mark

NATIONAL AGRICULTURAL LIBRARY



1022247115



USDA, FOREST SERVICE,
ROCKY MOUNTAIN REGION



United States Department of Agriculture